

Message Text

LIMITED OFFICIAL USE

PAGE 01 MONTEV 00936 01 OF 02 121610Z

50

ACTION IO-14

INFO OCT-01 ARA-16 EUR-25 ISO-00 AF-10 EA-11 NEA-10 RSC-01

CU-04 L-03 H-03 AGR-20 SP-03 AID-20 CIAE-00 COME-00

EB-11 FRB-02 INR-10 NSAE-00 TRSE-00 XMB-07 OPIC-12

CIEP-02 LAB-06 SIL-01 OMB-01 DRC-01 /194 W

----- 058138

R 101956Z APR 74

FM AMEMBASSY MONTEVIDEO

TO SECSTATE WASHDC 6321

INFO AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

USMISSION GENEVA

USMISSION USUN

LIMITED OFFICIAL USE SECTION 1 OF 2 MONTEVIDEO 936

E.O. 11652: N/A

TAGS: EAID, UNDP, UY

SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS -
URUGUAY

REF : (A) STATE 42239

(B) MONTEVIDEO 3360, 11/13/73

MONTREAL FOR ICAO

PARIS FOR UNESCO

ROME FOR FODAG

VIENNA FOR IAEA AND UNIDO

1. SUMMARY: THE UNDP IS THE LARGEST SINGLE SOURCE OF EXTERNAL
TECHNICAL ASSISTANCE IN URUGUAY. WE CONSIDER IT WELL-MANAGED.

REF B CONTAINS REPORT ON US GENERAL ACCOUNTING OFFICE STUDY
OF UNDP ACTIVITIES IN URUGUAY WHICH SHOULD BE READ IN CON-
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 MONTEV 00936 01 OF 02 121610Z

JUNCTION WITH THIS REPORT. END SUMMARY.

2. ROLE OF UNDP IN DEVELOPMENT SYSTEM: THE UNDP IS CURRENTLY THE LARGEST SINGLE SOURCE OF FINANCING EXTERNAL TECHNICAL ASSISTANCE FOR URUGUAY'S DEVELOPMENT EFFORT (OVER \$2 MILLION ANNUALLY). WE CONSIDER THE UNDP PROGRAM HERE TO BE WELL MANAGED BY A HIGHLY ABLE, EFFECTIVE AND COOPERATIVE UN RESREP, MR. LUIS GOMEZ. THE RESREP APPEARS TO BE IN EFFECTIVE CONTROL OF AND PROVIDES LEADERSHIP FOR TECHNICAL ASSISTANCE ACTIVITIES OF ALL UN AGENCIES OPERATING IN URUGUAY. TO OUR KNOWLEDGE, RELATIONS BETWEEN THE GOU MINISTRIES AND DEVELOPMENT AGENCIES AND THE RESREP ARE QUITE CLOSE AND COOPERATIVE. THE FACT THAT RESREP IS OF ARGENTINE NATIONALITY, PERSONABLE AND ARTICULATE HAS GREATLY FACILITATED HIS RELATIONSHIPS WITH URUGUAYAN OFFICIALS AND PRIVATE CONTACTS. HAVING PREVIOUSLY SERVED AT UN HEAD-QUARTERS IN NEW YORK, GOMEZ IS APPARENTLY WELL CONNECTED THERE AND APPEARS TO BE IN CLOSE CONTACT WITH HEADQUARTERS OF UN SPECIALIZED AGENCIES. SINCE THE IBRD DOES NOT MAINTAIN A RESIDENT REPRESENTATIVE IN URUGUAY, IBRD RELATIONS WITH THE UNDP PRIMARILY DEVELOP DURING OCCASIONAL VISITS HERE OF IBRD MISSIONS. DURING THE DECEMBER 1973 IBRD MISSION VISIT TO CONDUCT AN ANNUAL ECONOMIC SURVEY, THERE WERE EXTENSIVE DISCUSSIONS BETWEEN THE MISSION AND UNDP STAFF, DURING WHICH AGREEMENT WAS APPARENTLY REACHED FOR UNDP FINANCING OF A TRANSPORT SECTOR SURVEY WHICH IBRD WOULD SUPERVISE. WE CONCLUDE THAT IBRD-UNDP RELATIONS ARE REASONABLY CLOSE AND COOPERATIVE. WHILE UNESCO MAINTAINS A REGIONAL SCIENCE OFFICE IN MONTEVIDEO, IT DOES NOT HAVE ANY CURRENT PROJECTS IN URUGUAY AND ACCORDINGLY DOES NOT PARTICIPATE IN UNDP COUNTRY PROGRAMMING. MODEST PROGRAMS BEING CARRIED OUT BY WHO AND ILO ARE COORDINATED AND RECEIVE POLICY GUIDANCE FROM THE RESREP. BESIDES UNDP ITSELF, PRIMARY SOURCE OF UN TECHNICAL ASSISTANCE HERE IS FAO.

3. COORDINATION WITH EXTERNAL ASSISTANCE: THE GOU PLANNING OFFICE IS RESPONSIBLE FOR COORDINATION OF ALL EXTERNAL ASSISTANCE, BILATERAL AND MULTILATERAL. DESPITE LIMITED STAFF CAPABILITIES, AND A RATHER CASUAL COORDINATING TECHNIQUE, THE PLANNING OFFICE EXERCISES A REASONABLE DEGREE OF CONTROL OVER AND COORDINATION OF EXTERNAL ASSISTANCE. IT ALLOWS EXTERNAL ASSISTANCE AGENCIES TO DO THEIR BUSINESS DIRECTLY WITH GOU AGENCIES IN LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 MONTEV 00936 01 OF 02 121610Z

VOLVED BUT IS USUALLY WELL INFORMED ABOUT PROGRAMS AND PROJECTS UNDER DISCUSSION. A BASIC PROBLEM FOR THE PLANNING OFFICE IN EXERCISING ITS COORDINATION FUNCTION IS THE FREQUENT LACK OF DEFINITION WITHIN THE GOU OF DEVELOPMENT POLICIES OR PRIORITIES WHICH, IN TURN, AFFECTS ITS ABILITY TO MAKE DECISIONS ON EXTERNAL ASSISTANCE PROPOSALS.

4. RELATIONS BETWEEN USAID AND THE UNDP ARE CLOSE, CONTINUOUS

AND HIGHLY COOPERATIVE. GIVEN THE MODEST SIZE OF USAID'S TECHNICAL ASSISTANCE PROGRAM, COORDINATION WITH THE UNDP POSES FEW PROBLEMS. OCCASIONALLY THE UNDP REPRESENTATIVE TRIES TO INTEREST USAID IN FINANCING PROPOSED PROJECTS IN WHICH UNDP IS INVOLVED BUT LACKS SUFFICIENT FUNDS.

5. THE RESREP HAS MADE CONSTRUCTIVE EFFORTS TO FACILITATE INFORMAL COORDINATION AMONG THE EXTERNAL ASSISTANCE AGENCIES BY PLAYING HOST TO PERIODIC MEETINGS OF AGENCY REPRESENTATIVES IN URUGUAY, AND BY COMPILING AND PUBLISHING AN ANNUAL REPORT ON ALL BILATERAL AND MULTILATERAL TECHNICAL ASSISTANCE TO URUGUAY. (LATEST REPORT BEING POUCHED SEPARATELY.) ACTIVE COORDINATION AMONG ALL TECHNICAL ASSISTANCE DONORS IS CARRIED OUT ON AN INFORMAL BASIS BY PERIODIC MEETINGS, LUNCHEONS, AND FREQUENT DAILY CONTACTS AND INQUIRIES. THE WEAKEST ELEMENT IN ASSISTANCE COORDINATION RELATES TO ASSISTANCE OFFERS OR PROGRAMS BY EUROPEAN COUNTRIES WHICH ARE CARRIED ON THROUGH NORMAL DIPLOMATIC CHANNELS, THE DETAILS OF WHICH ARE OFTEN HARD TO COME BY. BOTH UNDP AND USAID ARE EXPANDING THEIR EFFORTS TO DEVELOP THIS INFORMATION. ON THE WHOLE, THE ROLE OF THE RESREP IN COORDINATION OF EXTERNAL TECHNICAL ASSISTANCE HAS BEEN CONSTRUCTIVE; THE HOST COUNTRY ATTITUDE TOWARD SUCH COORDINATION HAS BEEN SOMEWHAT CASUAL, ALTHOUGH AS A RESULT OF INFORMAL COORDINATION AMONG THE AGENCIES AND PLANNING OFFICE REVIEW, THERE HAVE BEEN FEW PROBLEMS OF DUPLICATION OF EFFORT OR COMPETITION FOR PROJECTS.

6. COUNTRY PROGRAM REVIEWS: THE UNDP COUNTRY PROGRAM FOR URUGUAY (\$10 MILLION OVER FIVE YEARS) WAS APPROVED IN JUNE 1973, OR SHORTLY BEFORE THE ARRIVAL OF THE INCUMBENT RESREP. BETWEEN SEPTEMBER AND NOVEMBER 1973, AS A RESULT OF NEW DEVELOPMENT PRIORITIES ANNOUNCED AT THE SAN MIGUEL AND LA NIRVANA MEETINGS, THERE WAS SOME MODEST REPROGRAMMING OF PROJECTS TO LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 04 MONTEV 00936 01 OF 02 121610Z

ADJUST TO SHIFTS IN GOU PROGRAM EMPHASIS. AS A RESULT, AND GIVEN THE RELATIVELY SHORT TIME THE PROGRAM HAS BEEN UNDERWAY, NO FULL SCALE REVIEW HAS TAKEN PLACE TO DATE BUT THE RESREP IS PLANNING SUCH A REVIEW IN THE NEAR FUTURE AND ANTICIPATES THE ACTIVE PARTICIPATION OF GOU PLANNING OFFICE IN IT.

7. AT PRESENT, THE UNDP IS UTILIZING THE COUNTRY PROGRAMMING EXERCISE TO ENCOURAGE THE PLANNING OFFICE TO PLAY A MORE ACTIVE ROLE IN PROGRAM DESIGN AND IMPLEMENTATION, SINCE THE RESREP CONSIDERS THAT THE GOU HAS ULTIMATE RESPONSIBILITY FOR GUIDING THE IMPLEMENTATION OF THE UNDP INVESTMENT. TO DATE, THIS EFFORT HAS BEEN ONLY PARTIALLY SUCCESSFUL GIVEN THE STAFF LIMITATIONS OF THE PLANNING OFFICE AND UNCERTAINTIES ABOUT DEVELOPMENT POLICIES AND PRIORITIES.

LIMITED OFFICIAL USE

NNN

LIMITED OFFICIAL USE POSS DUPE

PAGE 01 MONTEV 00936 02 OF 02 111328Z

50

ACTION IO-14

INFO OCT-01 ARA-16 EUR-25 ISO-00 IGA-02 AF-10 EA-11 NEA-10

RSC-01 DRC-01 AID-20 CIAE-00 COME-00 EB-11 FRB-02

INR-10 NSAE-00 TRSE-00 XMB-07 OPIC-12 SP-03 CIEP-02

LAB-06 SIL-01 OMB-01 CU-04 L-03 H-03 /176 W
----- 044567

R 101956Z APR 74

FM AMEMBASSY MONTEVIDEO

TO SECSTATE WASHDC 6322

INFO AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

USMISSION GENEVA

USUN NEW YORK 89

LIMITED OFFICIAL USE SECTION 2 OF 2 MONTEVIDEO 0936

8. APPRAISAL OF PROPOSED PROJECTS: USAID OFFICIALS CONSULTED WITH UNDP RESREP ON RECEIPT OF REFERENCED GUIDELINES TO REVIEW EXISTING PROCEDURES AND LIAISON ARRANGEMENTS FOR REVIEWING PROJECTS PROPOSED FOR UNDP FUNDING TO ENSURE CONFORMITY TO INSTRUCTIONS. THESE ARRANGEMENTS CONTINUE IN EFFECT. SINCE PROCEDURE WAS ESTABLISHED, NO NEW PROJECTS HAVE BEEN PROPOSED FOR UNDP FUNDING, AND UNDP CONTINUES TO IMPLEMENT PROJECTS IN THE APPROVED COK TRY PROGRAM.

9. PROJECT IMPLEMENTATION: THE UNDP PROGRAM IS REASONABLY WELL MANAGED IN TERMS OF PROGRAM AND TECHNICAL SUPERVISION, AND FINANCIAL OPERJEIONS. DURING GAO STUDY OF UNDP PROGRAM, MISSION PERSONNEL HAD OPPORTUNITY FOR IN DEPTH REVIEW OF SELECTED UNDP PROJECTS AT BOTH PROGRAMHUND FIELD LEVEL, WHERE DISCUSSIONS WITH TECHNICIANS WERE HELD (SEE REF B).
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 MONTEV 00936 02 OF 02 111328Z

10. AS WITH ALL ASSISTANCE PROGRAMS, UNDP HAS BOTH STRONG AND WEAK PROJECTS. IN RESPECT TO PROJECT PLANNING AND IMPLEMENTATION, WE CONSIDER THE AIRPORTEQUIPMENT MAINTENANCE PROJECT AT CARRASCO AIRPORT (ICAO) TO BE OUTSTANDING. THIS PROJECT, DIRECTLY COMPLEMENTING AN AID LOAN FOR AIRPORT NAVIGATIONAL EQUIPMENT, WAS CAREFULLY MONITORED BY USAID AND ALSO PROVIDED IMPORTWCT ICAO TECHNICAL ASSISTANCE INPUTS IN CARRYING OUT THE AID PROJECT. IT WAS WELL EVALUATED BY THE GOU AND CONTRIBUTED TO IMPROVED AIR NAVIGATIONAL SAFETY AT THE AIRPORT.

11. ANOTHER PROJECT WHICH IS PROVING MOST WORTHWHILE IS UNDP ASSISTANCE TO GOU'S CIVIL SERVICE COMMISSION IN RATIONALIZING ITS PROCEDURES AND OPERATIONS AND IN ESTABLISHING IN-COUNTRY TRAINING FACILITIES IN PUBLIC ADMINISTRATION -- A CRUCIAL PRIORITY IN URUGUAY WITH ITS HISTORIC BUREAUCRATIC PROBLEMS. THIS PROJECT WAS ALMOST TERMINATED LAST YEAR BECAUSE OF LOW GOU

INTEREST. HOWEVER AS A CONSEQUENCE OF A GOU DECISION TAKEN AT SAN MIGUEL IN SEPTEMBER 1973 TO CARRY OUT A COMPREHENSIVE CIVIL SERVICE REFORM, THE PROJECT WAS REVITALIZED AND NOW APPEARS TO BE WELL ADVANCED TOWARD ITS OBJECTIVES.

12. THERE ARE TWO OTHER PROJECTS THAT ARE NOT MOVING AHEAD WELL. UNDP ASSISTANCE TO THE VETERINARY FACULTY OF THE UNIVERSITY HAD BEEN HANDICAPPED DURING THE CHAOTIC STATE OF UNIVERSITY AFFAIRS PRIOR TO GOU INTERVENTION IN OCTOBER 1973. UP TO THE MOMENT, THE FACULTY IS CLOSED AND UNDP ASSISTANCE HAS BEEN SUSPENDED. THIS IS AN IMPLEMENTING PROBLEM OVER WHICH THE UNDP HAD NO CONTROL.

13. ANOTHER PROJECT, TO ASSIST GOU'S EXPORT PROMOTION EFFORT, SEEMS TO BE BOGGED DOWN BOTH BY THE LACK OF CLEAR DEFINITION OF EXPORT POLICY AND BY THE APPARENT UNSUITABILITY OF THE UN ADVISOR WHICH ADVERSELY AFFECTS RELATIONS WITH HIS COUNTERPARTS. BOTH OF THESE FLAGGING PROJECTS ARE RECEIVING CAREFUL ATTENTION OF THE RESREP.

14. TRIPARTITE REVIEWS: THE RESREP AND THE GOU PLANNING OFFICE HAVE AGREED ON A SCHEDULE OF TRIPARTITE REVIEWS, PRO-
LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 03 MONTEV 00936 02 OF 02 111328Z

JECTED TO BEGIN IN EARLY JULY. HENCE THERE HAS BEEN NO EXPERIENCE SO FAR IN THIS REVIEW PROCESS.

15. CONCLUSION: AS INDICATED ABOVE, WE CONSIDER THE UNDP

PROGRAM IN URUGUAY TO BE WELL MANAGED, EFFECTIVELY COORDINATED
WITH AID AND OTHER ASSISTANCE AGENCIES AND MEANINGFULLY
RELATED TO DEVELOPMENT PRIORITIES. THE RESREP IS DOING A GOOD
JOB IN GETTING GOU AGENCIES TO PARTICIPATE ACTIVELY IN THE
PLANNING AND IMPLEMENTATION OF UNDP PROJECTS IN THEIR AREAS.
THERE ARE NO MAJOR ISSUES OR PROBLEMS WE PERCEIVE THAT
MERIT SPECIAL DISCUSSION WITH UNDP/NEW YORK OR THE SPECIALIZED
AGENCIES.
SIRACUSA

LIMITED OFFICIAL USE

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TECHNICAL ASSISTANCE, CERP 0008, DEVELOPMENT PROGRAMS, US CONGRESSIONAL PRESENTATIONS, FOREIGN ASSISTANCE
Control Number: n/a
Copy: SINGLE
Draft Date: 10 APR 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974MONTEV00936
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Film Number: D740085-0581
From: MONTEVIDEO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740452/aaaabvag.tel
Line Count: 286
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators:
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: (A) STATE 42239
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 20 MAR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <20 MAR 2002 by collinp0>; APPROVED <06 MAY 2002 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS - URUGUAY
TAGS: EAID, UY, US, UNDP
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005